

I-710/MAJOR CORRIDOR STUDY
Tier 2 Community Advisory Committee

**Major Opportunity/Strategy Recommendations
and Conditions**

August, 2004

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*Additional Appendices to follow pending assembly of materials

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Executive Summary

INTRODUCTION

This report presents the final consensus resulting from six months of deliberations by a broad-based group appointed by I-710 corridor communities and the I-710 Oversight Policy Committee. Known as the Tier 2 Committee, this group represented a broad base of interests, including local communities, academic, environmental, business, community and environmental justice. The most directly impacted communities in the corridor were invited to form community-level committees (known as the Tier 1 Committees). The chairs of these committees were also represented on the Tier 2 Committee, along with a representative named by each City Council in the remaining corridor cities.

The following guiding principles define the priorities of the Tier 2 Committee and reflect the consensus that emerged during this process:

1. **This is a corridor – considerations go beyond the freeway and infrastructure.**
2. **Health is the overriding consideration.**
3. **Every action should be viewed as an opportunity for repair and improvement of the current situation.**

The Committee recognizes that something must be done to address the current congestion and design of the I-710 freeway. The high number of trucks on the freeway uses up capacity and the mix of cars and trucks poses a serious safety concern. The committee agrees that the hybrid design concept presented could accomplish maximum build out in a manner that reflects the Tier 1 CACs' concerns and recommendations for their communities, with the exception of the City of Commerce and East Los Angeles area which require further study. However, the I-710 corridor is more than just a place for trucks to pass through on their way to their final destination. It is the location of our homes, businesses, schools, parks, and lives. Today, particulates and other pollutants from diesel truck traffic in the I-710 Corridor and the ports of Long Beach and Los Angeles are our communities' primary air-quality-related health concern. **Therefore, the conditions for major infrastructure improvements must be as follows:**

1. Implement a corridor level action plan to improve community air quality.
2. Major infrastructure improvements must be conditioned on achieving air quality goals to protect public health; corridor air quality must comply with county, state and federal standards prior to the start of mainline construction

and the entire project taken as a whole must result in a net reduction in criteria pollutants.

3. Prior to the initiation of the environmental review process, all Tier 1 Community Advisory Committees must have formally endorsed the freeway improvement design concept.
4. Prior to adopting a preferred alternative the OPC must conduct a study and cost benefit analysis of potential goods movement alternatives as an alternative to increasing the capacity of the I-710 Freeway.
5. A study of the impact of construction on air quality, traffic, congestion, noise and impact on surrounding communities must be conducted, and if construction does go forward, specific mitigation plans must be developed and put into effect during the construction process to minimize and mitigate the impact of construction on the surrounding communities.
6. Major infrastructure improvements must be conditioned on achieving a net decrease in noise impacts upon the affected communities.

The Committee recognizes that certain aspects of the design concepts, particularly for designated on-ramps, may be appropriate for implementation prior to addressing the “mainline” issues. However, these improvements cannot be constructed in isolation from all of the other recommendations such as public health, community enhancement, and noise abatement. The I-710 design must take into account the safety and quality of life of the communities in the corridor, including provisions for greenbelts and open space.

This Executive summary presents a synopsis of our committee’s findings and recommendations which are presented in eight topic areas. (Greater detail is provided in the full report.)

HEALTH

Air quality is the number one public health issue. Poor air quality has had significant negative impacts on public, economic, environmental and community health in the corridor. Particulates and other pollutants from diesel truck traffic in the I-710 Corridor and the ports of Los Angeles and Long Beach are our communities’ primary air-quality-related health concern. The first consideration for approval of any improvements within the I-710 corridor must be the project’s ability to reduce air quality impacts. Therefore, these steps must be taken before construction can begin on the “mainline” project to reduce air pollution.

The Tier 2 Committee recommends the following air quality improvement strategies:

1. Develop an action plan to improve air quality in the corridor.
2. Implement a corridor level action plan to improve community air quality.
3. Implement local alternative fuels/electrification and/or hydrogen policies and programs to reduce diesel emissions.
4. Pursue opportunities for incremental improvements.
5. Implement port-specific air quality improvement strategies.

JOBS AND ECONOMIC DEVELOPMENT

The twin ports of the San Pedro Bay generate significant economic benefits for the region as a whole. However, the cost associated with the movement of goods is primarily borne by local communities. These external costs, including increased levels of pollution, have reduced the attractiveness and livability of these communities. To address this imbalance, local residents and businesses must become net beneficiaries of the continued growth in international trade through the local ports. Improvement of air quality and the environment are essential for the area to take advantage of and capitalize on the area's assets. In addition, an investment in education is necessary to continue to diversify the economy and provide economic opportunity for residents.

The Tier 2 Committee recommends the following economic development strategies:

1. Position the I-710 corridor and Gateway communities for a post-oil economy.
2. Create a community environment that attracts and retains businesses and residents who can support a new gateway cities economy.
3. Enable the I-710 corridor and Gateway communities to become more proactive in today's economy.
4. Institute corridor-wide programs and partnerships to equip area residents with the skills needed to move into higher-paying jobs in this new economy.
5. While promoting the importance of all business, specifically recognize small business as an economic driver and foster its growth within the communities.
6. Consistent with current law, advocate policies at the national, state, regional and local levels to require businesses that benefit from any potential I-710 improvements to pay living wages.

SAFETY

The I-710 corridor is one of the most unsafe freeways in the State. Increasing truck traffic, conflicts between cars and trucks, aging infrastructure, and outdated design are all contributing causes to accidents in and around the freeway. The high concentration of older trucks, which frequently become disabled, poses a significant safety hazard, as do truck intrusions into nearby communities and neighborhoods. Just as the Alameda Corridor helped reduce conflicts between trains and automobiles, any improvements to the I-710 corridor must resolve the inherent conflicts between automobiles and trucks.

The Tier 2 Committee recommends the following safety improvement strategies:

1. Continue support and implementation of safety programs.
2. Increase enforcement of traffic and vehicle safety laws and regulations.
3. Increase public and trucker education on safety and neighborhood issues.
4. Implement infrastructure improvements.
5. Separate trucks and cars.

NOISE

Excessive noise is a serious public health concern in the corridor and cannot be resolved by simply building more sound walls. A comprehensive analysis of noise along the corridor must lead to a plan that recognizes the health impacts to our communities and seeks to resolve those impacts by providing appropriate relief. Major infrastructure improvements must be conditioned on achieving a net decrease in noise impact upon the affected communities.

The Tier 2 Committee recommends the following noise control strategies:

1. Provide appropriate and effective sound walls to reduce noise impacts to neighborhoods and schools adjacent to the freeway.
2. Implement noise mitigation programs.
3. Conduct a study to assess how truck traffic from extended gate hours for trucks and 24/7 port operations will impact communities, and assess what mitigations may be appropriate.

CONGESTION AND MOBILITY

The major purpose of congestion relief must be to improve the quality of life and economic vitality of the corridor rather than simply to accommodate port growth. The current corridor capacity is not adequate even for the existing demands in the area. The current conditions along the corridor are simply not acceptable. The Committee suggests an approach that provides multiple options for personal mobility – auto, pedestrian, bike and transit – within the corridor. Likewise, goods movement requires a comprehensive, regional approach that reduces bottlenecks in all segments – ship, truck, and rail.

The Tier 2 Committee recommends the following congestion and mobility strategies:

1. Maximize use of existing infrastructure
2. Implement expanded public transit solutions.
3. Provide a comprehensive bicycle and pedestrian network with connectivity throughout the area.
4. Develop a consistently implemented plan with cities and residents to mitigate construction impacts and maintain access.
5. Support cooperative planning among all ports along the West Coast.

COMMUNITY ENHANCEMENTS

The I-710 corridor is more than just a place for trucks to pass through on their way to their final destination. It is the location of our homes, businesses, schools, parks, and lives. Plans for future improvements to the I-710 are not intended to solely address congestion and mobility problems. Instead a revitalized I-710 must be the catalyst to enhance local communities along the corridor, creating an even more desirable place to live, work, and play. Major infrastructure improvements must also be conditioned on conclusion of satisfactory agreements with the neighboring communities to fully mitigate negative aesthetic impacts and to mitigate the impacts of any increased light and glare.

The Tier 2 Committee recommends the following community enhancement strategies:

1. Preserve existing parks, open space, and natural areas.
2. Develop and implement community enhancement projects.
3. Provide programs to minimize construction impacts.
4. Develop and implement a plan for arterial streetscapes.
5. Mitigate light and glare in surrounding communities.

DESIGN CONCEPTS

A new design concept for I-710 and/or alternative transportation modes for vehicles and goods movement is needed that responds to the specific design recommendations developed by the Tier 1 CACs to minimize or limit take of homes within their communities along I-710. The hybrid design, as developed to date, does a credible job of accomplishing this goal. However, final decisions on project configuration can only be made subsequent to incorporation of the further study of East Los Angeles and City of Commerce and upon completion of cost benefit and environmental studies. The I-710 design must take into account the safety and quality of life of the communities located next to the freeway, including provisions for greenbelts and open space.

The Tier 2 Committee recommends the following design concept strategies:

1. Endorse the specific Tier 1 CAC recommendations included in the Appendix.
2. Support capacity enhancement improvements for the I-710 Freeway upon meeting the conditions recommended in this report, including those recommended by both Tier 1 and Tier 2 CACs.
3. If economic and environmental studies show that expansion of the freeway is necessary, develop new transportation infrastructure for I-710 that separates cars from trucks.
4. If economic and environmental studies show that expansion of the freeway is necessary, locate the new truck lanes in such a way as to minimize community impacts.
5. Redesign unsafe and congested interchanges on I-710.
6. Consider future needs and requirements in implementing new I-710 design.
7. If economic and environmental studies show that expansion of the freeway is necessary, upgrade of the existing freeway must satisfy criteria detailed in this report.

ENVIRONMENTAL JUSTICE

In the fifty years since the freeway was first built, the corridor has become home to minority and low-income populations. For many years, the people who live within the corridor have shouldered an unfair burden in health, economic, and quality of life issues. Environmental justice requires a mechanism for the meaningful involvement of all people in the transportation decision-making process and to ensure that the low-income and minority communities receive equitable distribution of the benefits from transportation activities without suffering disproportionate adverse impacts.

The Tier 2 Committee recommends the following environmental justice strategies:

1. Include the corridor communities in the planning process, in a meaningful way, including provision of appropriate language translation.
2. Ensure that impacts do not disproportionately fall on low-income people or people of color.
3. Ensure that the benefits from the projects flow to the corridor communities.

ORGANIZATION AND PROCESS

To ensure that the work of the Tier 2 Committee is carried forward as set forth in the full report, a task force of representatives from the Tier 2 CAC, the OPC and the TAC should be established to plan and oversee the implementation of the conditions and recommendations of the Tier 2 CAC.

The Tier 2 Committee recommends the following organization and process strategies:

1. This Tier 2 Report will be formally “agendized” and presented to the OPC when it convenes in September 2004 for its consideration and decision. All Tier 2 members will be invited to the OPC meeting, and the presentation of the Tier 2 report will be delivered by a representative group of Tier 2 spokespersons.
2. Following the OPC’s meeting, there will be a follow-up meeting(s) of the Tier 2 Committee to discuss actions taken by the OPC.
3. Prior to the beginning of any formal EIR for the I-710 Major Corridor Study, Metro (MTA) and the Gateway Cities COG will work with the communities, appropriate agencies, organizations and community groups in developing a collaborative process for community participation in the environmental review process. This process will continue to work collaboratively throughout the EIR process.

CONCLUSIONS AND NEXT STEPS

This report is hereby presented by the Tier 2 CAC to the I-710 Oversight Policy Committee. The Committee expects that its recommendations will be carried forward by the OPC, the Gateway Cities COG, the Los Angeles County Metropolitan Transportation Authority (Metro), the Southern California Association of Governments (SCAG) and the California State Department of Transportation (Caltrans). Further, we expect our recommendations to be used as required guidance in the planning and development of

future corridor improvements. The Committee and the communities we represent expect to have continued formal and meaningful participation in the I-710 corridor improvement process and look forward to working with the OPC and future project sponsors toward an improved and revitalized I-710 Corridor.

I. Introduction

This report documents the recommendations for policies, strategies and conditions developed by the Tier 2 Committee to address I-710 issues, paving the way for a consensus-based corridor solution. The Tier 1 Community Advisory Committee (CAC) chairs represented the Tier 1 on the Tier 2 Committee to ensure that community concerns and recommendations were represented. The Oversight Policy Committee (OPC) will review the findings and recommendations outlined in this report and will use the information to make recommendations for potential action. The Technical Advisory Committee (TAC) will review the recommended strategies generated by the process and consider the implications to the local preferred strategy. This report will also be included in the Major Corridor Study.

Strategic discussions among Tier 2 Committee members occurred over a series of twelve facilitated meetings held from February through August 2004. Building on a foundation of understanding of their own community issues and particular concerns, Tier 2 Committee members began to examine corridor-wide issues and shared their viewpoints with each other in open and thought-provoking dialogues. Experts were available to answer questions and to add clarity to specific concerns.

GUIDING PRINCIPLES

The Foundation of Our Findings

The organizing principles set forth below affirm the Tier 2 Committee's concerns and encompass the values that are important to the communities along the corridor. These organizing principles define the priorities of the Tier 2 Committee and reflect the consensus that emerged during this process. The recommendations in this report support these guiding principles:

1. This is a corridor – considerations go beyond the freeway and infrastructure.
2. Health is the overriding consideration:
 - Public Health (the people)
 - Environmental and Community Health (the place)
 - Economic Health (the resources)
3. Every action should be viewed as an opportunity for repair and improvement of the current situation.

II. Financial Considerations

The Committee recognizes that the strategies, recommendations and conditions in this report will be costly. In order to implement the strategies and policies identified by the Tier 2 Committee it will be necessary to establish appropriate lead agencies and funding sources for these programs. This committee expects that the project lead agency will be responsible for directing mitigation funds to implement these recommendations. While it is expected that mitigation funds and fees may fund all or portions of these programs, the issues of funding and program implementation are generally beyond the scope of these recommendations and must continue to be addressed by the Tier II CAC and OPC. The Committee also expects that our public officials will bring to bear all available means to implement the community's vision including existing and new regulations, incentives, funding sources, including appropriate contributions from the goods movement industry.

III. Conditions

1. Implement a corridor level action plan to improve community air quality. The State shall levy fees on containers to fund environmental improvements and community programs to address hidden costs attributable to goods movement impacts, including the funding of community health care clinics.
2. Major infrastructure improvements must be conditioned on achieving air quality goals to protect public health. Based on air monitoring data collected by regional air quality agency stations (including, but not limited to, South Coast Air Quality Management District (AQMD) stations in Lynwood and North Long Beach), corridor air quality must be in compliance with State and National Ambient Air Quality Standards prior to the start of freeway construction. Furthermore, the entire 710 corridor improvement project must from inception result in a reduction in criteria pollutants (particulate matter, ozone, nitrogen dioxide, and carbon monoxide) in the corridor and rail and port communities, as compared to 2002 baseline values according to the SCAQMD, State standards, or National Ambient Air Quality Standards, whichever are lower, and that reduction must be maintained. The lowering of emissions shall include those from the ports of Long Beach and Los Angeles. No construction project on the mainline shall move forward until credible, acceptable plans for achieving this reduction are received and approved by the OPC and Tier 2 CAC.
3. Prior to the initiation of the environmental review process, all Tier 1 Community Advisory Committees (CACs) must have formally endorsed (signed off) the freeway improvement design concept.
4. Prior to adopting a preferred alternative, the OPC must conduct a study of potential goods movement alternatives (such as the use of maglev system for freight movement) as an alternative to increasing the capacity of the I-710 Freeway; this study must include a cost benefit analysis.
5. A study of the impact of construction on air quality, traffic, congestion, noise and impact on surrounding communities must be conducted, and if construction does go forward, specific mitigation plans must be developed and put into effect during the construction process to minimize and mitigate the impact of said construction of the surrounding communities.
6. Major infrastructure improvements must be conditioned on achieving a net decrease in noise impacts upon the affected communities.

IV. Health

SYNOPSIS OF FINDINGS:

Air quality is the number one public health issue. Poor air quality has significant negative impacts on public, economic, environmental and community health in the corridor. Other parts of the environment, such as water quality, are also negatively impacted by goods movement.

Particulates and other pollutants from diesel truck traffic in the I-710 Corridor and the ports of Long Beach and Los Angeles are our communities' primary air-quality-related health concern. Ports and all associated transportation such as trucks, trains, ships, and yard equipment are the major sources of pollution along the I-710 corridor. Cars continue to be a source of air quality and health concerns in the corridor as well, but the continuing increase in port activities has focused corridor- community attention on cargo movement-related emissions (ships, trucks, trains, and yard equipment). Noise is also a significant health issue, but because this issue has additional ramifications, it is treated in depth in a separate section of this report.

RECOMMENDED STRATEGIES

1. **Develop an action plan to improve air quality in the corridor, including the following steps:**
 - a. Establishing a baseline of current, levels of pollution from each contributing source using the best available technology.
 - b. Identify the level of air quality impacts from increasing trucking, rail and shipping.
 - c. Determine the approximate costs of health care that can be traced to the differential levels of air pollution to be encountered by corridor community members as a result of the construction effort, if it goes forward as envisioned.
 - d. Study the direct and indirect health and other economic costs on communities and the region caused by global trade and its associated pollution impacts.
2. **Implement a corridor level action plan to improve community air quality**
 - a. Use enforcement, truck inspections and incentives to control emissions.
 - b. Require air quality improvements in port operation as a condition of project approval.

- c. Encourage the development and expansion of fleet modernization clean air programs.
- d. Levy fees on containers to fund environmental improvements and community programs to address hidden costs attributable to goods movement impacts including:
 - Health care
 - Alternative fuels
 - Improvements/construction of I –I-710 infrastructure
 - Beautification of the corridor
- e. Develop infrastructure that quantifies emission reductions:
 - Permanent monitoring stations to measure emissions levels in the corridor
- f. Develop and implement improved air quality monitoring techniques.

3. Implement local alternative fuels/electrification and/or hydrogen policies and programs to reduce diesel emissions.

- a. Make the use of alternative fuels a priority.
- b. Discourage use of out-of-state fuel.
- c. All trucks, regardless of origin, must be subject to local, state and federal standards
- d. Require all trucks using the truck lanes on the I-710 to use alternative fuels as defined above, or pollution controls which achieve equal or better results.
- e. Require all railroad locomotives servicing the two ports, or any rail yards connected with port container traffic, to use alternative fuels as defined above, or pollution controls which achieve equal or better results.
- f. Require the Alameda Corridor Authority to prepare a plan to electrify all locomotives involved in its operations.

4. Pursue opportunities for incremental improvements

- a. Retrofit schools, homes and parks to increase protection from noise and pollution.
- b. Identify location and develop facility for one-stop truck inspection.
- c. Provide incentives for businesses to accept off-peak deliveries.
- d. Create programs to assist truck owners with engine/equipment upgrades and retrofits.
- e. Restrict Port-generated traffic onto I-710 until improved fuels programs or other pollution emissions mitigation programs are implemented.
- f. Provide landscaping, specifically including tree planting to improve air quality.

5. Implement Port-specific strategies

- a. Require ports to develop plans to electrify other terminal operations as a priority.
- b. Require all rubber tired gantry cranes to be electrified.
- c. Require all ships docking in the Ports of Los Angeles and Long Beach to shut down all diesel engines and use shore electric power.
- d. Require the ports to expedite development of effective pollution controls for ships.
- e. Make mandatory the proposal of CARB to require that ships entering the coastal waters of California switch to low sulfur diesel fuel. Require the ports to provide financial subsidy if necessary to implement this requirement.
- f. Include trucks, trains and rail yards, marine vessels, and port equipment in clean air initiatives.
- g. Require all terminal equipment at the ports to operate on alternative fuel as defined by CARB. This includes Liquid Petroleum Gas, Compressed Natural Gas, or Liquid Natural Gas. As an alternative, require all engines to be equipped with pollution control technology, which achieves equal or less emissions.
- h. Establish a fund that shippers must pay into, that provides rebates to those who adopt the use of clean air engines for vehicles. Ensure that this program accomplishes the goals of decreasing pollution rather than a pay-to-pollute program.

POLICY CONSIDERATIONS

The first consideration for approval of any improvements within the I-710 corridor must be the project's ability to reduce air quality impacts. Air quality in the corridor must be better at the time of construction than it is today. Therefore, these steps must be taken before construction can begin on the "mainline" project to reduce air pollution.

V. Jobs and Economic Development

SYNOPSIS OF FINDINGS

The central location of the Gateway communities and proximity to ports, waterfronts, airports, downtown, Orange County and the Inland Empire has been undercapitalized. The ports provide economic benefit but statistics do not exist that can track these benefits back to specific communities. Therefore, communities are not convinced of the specific level of benefit provided by the ports in comparison to the cost caused by port and freight operation. In recent years, the area has been in transition from high-quality, high-paying manufacturing and aerospace jobs to lower-pay manufacturing and logistics jobs. Improvement of air quality and the environment are essential for the area to take advantage of and capitalize on the area's assets. In addition, an investment in education is necessary to continue to diversify the economy and provide economic opportunity for residents. Finally, there is some measure of competition among the ports, resulting in lack of cooperative planning at the regional, state, national and international levels.

RECOMMENDED STRATEGIES

1. **Position the I-710 corridor and Gateway communities as leaders in the post-oil economy**
 - a. Develop and sponsor job training programs for alternative fuel vehicle retrofit and manufacturing, which will fit into a retrofit program implemented by the lead agency.
 - b. Re-think and re-organize alternative/non-oil methods and operations for goods movement throughout the region.
 - c. Conduct a feasibility study for an alternative transportation system such as Maglev.
2. **Create a community environment that attracts and retains businesses and residents who can support a new gateway cities economy**
 - a. Improve health, air quality and infrastructure.
 - b. Provide economic incentives for industries, and especially environmentally friendly industries, which offer the greatest multiplier effect and improve the region's quality of life.
 - c. Use the experience of other waterfront cities, such as Boston, New York, London, and Melbourne, as models for redevelopment.
3. **Enable the I-710 corridor and Gateway communities to become more proactive in today's economy**

- a. Conduct a cost/benefit analysis of the international goods movement industry to determine the economic impact of international trade on the corridor communities.
 - b. Reduce the communities' over-reliance on jobs that damage the quality of life by supporting the development of other, more community-friendly industries.
 - c. Create or support regional mechanisms for sustainable economic development.
- 4. Institute corridor-wide programs and partnerships to equip area residents with the skills needed to move into higher-paying jobs in this new economy**
- a. Develop and promote education, training and internship opportunities for youth and young adults.
 - b. Build on existing adult education and vocational training programs.
 - c. Establish strategic partnerships between corridor cities, Gateway COG, community colleges, regional occupational programs, and local business.
 - d. Dedicate an incremental percentage of container fees to partially fund job training and development programs.
 - e. Provide training to allow employees to transition from traditional truck, port and train jobs to alternative transportation systems such as Maglev.
- 5. While promoting the importance of all business, recognize small business, as an economic driver, and foster its growth within the communities**
- a. Encourage land use and economic policies that support small business development.
 - b. Promote fee structures and amenities that attract and encourage small business growth.
- 6. Consistent with current law, advocate policies at the national, state, regional and local levels to require businesses that benefit from any potential I-710 improvements to pay living wages. (Note: Consensus was not reached on this specific recommendation. Dissent included, "the concept of living wages is unrealistic and unenforceable.")**

POLICY CONSIDERATIONS

The twin ports of the San Pedro Bay generate significant economic benefits to the Southern California region and the nation as a whole by facilitating the rapid growth in international trade. However, the cost associated with the movement of goods, whether through the ports or the region's arterial highway, freeway or rail corridors, is primarily borne by local communities. The cities adjacent to the ports as well as the cities

bordering the major transportation corridors, especially the I-710, experience increased levels of pollution. These external costs have reduced the attractiveness and livability of these communities. To address this imbalance, local residents and businesses must be net beneficiaries of the continued growth in international trade. Not only must programs be earmarked for local residents and businesses, but companies who locate in corridor communities must also be encouraged to hire locally. In addition, major construction projects should be structured to incorporate effective programs to provide local residents with jobs. At the same time, there is a clear obligation to implement mitigation measures to reduce the adverse effects associated with goods movement.

VI. Safety

SYNOPSIS OF FINDINGS

The I-710 corridor is one of the most unsafe freeways in the State. Increasing truck traffic, conflicts between cars and trucks, aging infrastructure and outdated design are all contributing causes to accidents in and around the freeway. In addition, the high concentration of older trucks is a significant contributing factor to the frequency of disabled big rigs, which pose a significant safety hazard. Truck intrusion into nearby communities and neighborhoods also negatively impacts street safety in these areas. While the Alameda Corridor grade separations have improved the safety of street crossings within the corridor, other freight and rail operations continue to be a source of concern for the communities. Furthermore, the current sub-standard design features of the I-710 significantly contribute to the traffic safety problems associated with the corridor, and demand safety design upgrades and improvements.

RECOMMENDED STRATEGIES

- 1. Continue support and implementation of safety programs**
 - a. Support the Gateway Cities Council of Governments (COG) Safety Initiatives.
 - b. Support implementation of MTA Big Rig Tow program.
 - c. Encourage goods movement industry to revise its rate structure in order to support truck upgrades.
- 2. Increase enforcement of traffic and vehicle safety laws and regulations**
 - a. Establish permanent truck inspection station(s).
 - b. Monitor vehicle speeds and enforce speed limits.
 - c. Support safe driving of trucks through added enforcement.
 - d. Support safe driving of vehicles in the presence of trucks through added enforcement.
 - e. Enforce a truck certification program for all trucks
- 3. Increase public and trucker education on safety and neighborhood issues**
 - a. Utilize CHP materials to increase public awareness.
 - b. Educate drivers about truck stopping speed and distances and truck driver blind spots.
- 4. Implement infrastructure improvements**

- a. Ensure that median barriers are in place along the full length of the freeway, and that they are high enough to increase protection, minimize traffic delays created by glare and drivers slowing to view accidents.
- b. Improve lighting while fully mitigating light pollution from all sources including port and rail yards.
- c. Improve existing informational signage.
- d. Link signage to Intelligent Transportation Systems (ITS).
- e. Re-surface the I-710 Freeway, making no assumptions that doing so should necessarily add capacity.
 - i. If there is a major corridor improvement on the mainline, provide separate lanes for trucks and vehicles.

POLICY CONSIDERATIONS

Any improvements to the I-710 corridor must resolve the inherent conflicts between automobiles and trucks. Just as the Alameda Corridor helped reduce the conflicts between trains and automobiles, improvements to the I-710 corridor should lead to a safe highway infrastructure that resolves the truck/auto conflict, provides the opportunity to remove unsafe vehicles from the road, and creates a more efficient transportation corridor based on good information and safer geometric design features using the most current highway design standards, while minimizing and mitigating the impacts to the surrounding neighborhoods.

VII. Noise

SYNOPSIS OF FINDINGS

Excessive noise is a serious concern in the corridor. Noise has been shown to impact learning ability, skills development and quality of life. While not all noise can be eliminated, noise can be controlled through design and operational strategies, sound walls and retrofit of homes, schools and equipment. Noise must be controlled and we must find the means to do so.

RECOMMENDED STRATEGIES

1. **Provide appropriate and effective sound walls to reduce noise impacts to neighborhoods and schools adjacent to the freeway**
 - a. Make sound walls along the freeway consistent in appearance, attractive and well designed. Plant native vines on walls to discourage graffiti.
 - b. Ensure that sound walls and noise abatement treatments are designed, budgeted and installed before construction begins, and take into account steps necessary to shield residents from the noise of construction itself.
 - c. Ensure that additional sound buffers, such as sound walls and landscaping are installed where double decking occurs, to ensure no increase in overall levels in residential areas.
2. **Implement noise mitigation programs**
 - a. Retrofit homes and schools near the freeway, freight routes and rail yards with double-paned glass and air conditioning or other sustainable methods for reducing noise such as landscaping and window shades.
 - b. Trucks using the corridor must utilize the latest noise reduction technology, including retrofitting of old trucks to decrease noise.
 - c. Implement train noise mitigation for communities near rail yards and rail ways.
 - d. Aggressively enforce train switching and truck engine brake laws.
 - e. Ensure noise mitigation during construction, including mitigation related to truck diversion on all detour routes and “hot spots” in the Corridor.
 - f. Design the freeway system so that there is lower ambient noise levels in communities.
 - g. Choose road surfaces that result in lower noise levels. Noise levels associated with any improvements must not exceed CNELs in local land use plans.

3. **Conduct a study to assess how truck traffic from extended gate hours for trucks and 24/7 port operations will impact communities, and assess what mitigations may be appropriate.**
 - a. Designate special truck routes through communities, and create them, if needed, utilizing designs that will result in lower noise and pollution levels in residential neighborhoods.
 - b. Adopt policies and enforcement mechanisms to reduce and prevent truck idling on city streets, and encourage new technologies in this endeavor.
 - c. Consider a mini-truck stop in designated areas to reduce and eliminate truck idling on city streets.

POLICY CONSIDERATIONS

Noise issues go beyond simply building more soundwalls. A comprehensive analysis of noise along the corridor must lead to a plan that recognizes the health impacts to our communities and seeks to resolve those impacts by providing appropriate relief. Future improvements must consider noise as a primary public health issue and find ways to mitigate those impacts.

VIII. Congestion and Mobility

SYNOPSIS OF FINDINGS

Congestion is a significant quality of life issue for area residents and businesses. The major purpose of congestion relief must be to improve the quality of life and economic vitality of the corridor rather than simply to accommodate Ports growth. Although the Port's growth is a major contributing factor to the increased traffic on the I-710 corridor, the ambient background growth must be considered and mitigated as well. The current corridor capacity is not adequate even for the existing demands in the area. It is necessary to identify multi-modal capacity enhancements along the I-710 corridor and the region to address congestion and mobility. Alternative transportation has been an underdeveloped asset in the corridor, especially mass transportation, bicycle and pedestrian options. Since many corridor and freeway improvements may require construction, we must recognize potential negative impacts from this construction and aggressively plan ahead to deal with them. While expanded hours for the ports can decrease congestion during daytime hours, this policy can also increase nighttime impacts on neighborhoods. Measures are needed to anticipate, plan for and mitigate these impacts.

RECOMMENDED STRATEGIES

- 1. Maximize use of existing infrastructure**
 - a. Synchronize lights along major arterials.
 - b. Consider extended gate hours for trucks and 24/7 port operations if ways can be found to ensure that there will be no impact on adjacent residential areas.
 - c. Encourage full utilization of the Alameda Rail Corridor and vigorously pursue additional use possibilities.
 - d. Support policies that support near dock facilities.
 - e. Regulate port- and rail-generated traffic onto I-710 based on I-710 capacity.
 - f. Encourage use of mass transit.
 - g. Encourage alternative business hours by employers to distribute commuter traffic to non-peak hours.
 - h. Encourage alternative business hours to accommodate trucks during off peak commuter hours, so long as the impact to the community is minimal.
- 2. Transit**
 - a. Create links to other forms of public transportation.

- b. Close gaps in bus service.
 - c. Expand light rail system.
 - d. Make use of alternative transportation such as Maglev for port use and people moving.
 - e. Provide incentives for use of mass transit, including rideshare and other modes.
- 3. Provide a comprehensive bicycle and pedestrian network that provide connectivity throughout the area**
- a. Utilize existing bike and pedestrian trails and provide new ones along the Los Angeles River Corridor.
 - b. Establish east-west connections across the freeway to unite communities and provide access to the Los Angeles River bike trail.
 - c. Provide for bike lanes and sidewalks in all aspects of arterial improvements to the I-710 corridor.
- 4. Develop a consistently implemented plan with cities and residents to mitigate construction impacts and maintain access**
- a. Examine truck destination to create alternate routes.
 - b. Mitigate impacts in all areas that are in proximity to local schools.
 - c. Restrict the construction hours to off-peak hours, and maximize the nighttime construction activities with full consideration for its noise and light impacts.
 - d. Support legislation (such as original language contained in AB2041) to encourage extended gate hours and to help mitigate truck traffic.
- 5. Support cooperative planning among all ports along the West Coast**
- a. Address impacts and develop consistent fee structures and policies with regard to containers.
 - b. Expand cooperative Port efforts beyond Los Angeles/Long Beach to West Coast, national and international policies. Support a common fee structure among Ports so that there is not an incentive to move freight operations based on fees paid.
 - c. Support legislation (such as in the original AB 2043) to develop and maintain a long-range plan for West Coast Port planning and general transportation and distribution. Future port planning must take into account roadway and rail capacity not just terminal capacity.
- 6. Create additional options to address long-term capacity needs.**
- a. Consider long-term impacts of elevated roadways on the local economy and environment.

- b. Study the use of underground truck ways to relieve congestion of surface traffic when surface truckways approach “design capacity”.

7. Address and Manage Impact of National Goods Movement Trends on Local Facilities.

- a. Set a goal to redirect a portion of imports destined outside Southern California to other West Coast ports.

POLICY CONSIDERATIONS

The goal of congestion and mobility relief is to improve the movement of goods and people significantly reducing health impacts and enhancing quality of life. The strategies suggest an approach that provides multiple options for personal mobility – auto, pedestrian, bike and transit – within the corridor. Likewise, the outcome for goods movement must be a comprehensive approach towards a regional network that reduces bottlenecks in all segments – ship, truck, and rail – but is not primarily to promote port growth. The current conditions along the corridor are simply not acceptable.

IX. Community Enhancements

SYNOPSIS OF FINDINGS

The I-710 corridor is more than just a place for trucks to pass through on their way to their final destination. It is the location of our homes, businesses, schools, parks, and lives. A significant consideration for all projects is how they enhance and upgrade the natural and built environment along the corridor. A revitalized I-710 must be the catalyst that improves the region's quality of life and makes the area an even more desirable place to live, work, and play.

RECOMMENDED STRATEGIES

- 1. Preserve existing parks, opens space and natural areas**
 - a. The design must accommodate additional planned park, open space and wetlands projects in the corridor.
 - b. All mitigation funding for this project related to the impacts on open space, parklands or habitat will be used to implement Los Angeles River and tributary, or other open space, habitat restoration, recreational and educational opportunities within the corridor.
 - c. There must be no net decrease in the amount of permeable surface as a result for the I-710 corridor project.
 - d. Design ramp abandonment and other corridor-related infrastructure improvements to make maximum use of these areas for community open space and enhancement projects.
 - e. There must be no negative impacts to the Los Angeles River, Compton Creek or other open channels in the corridor as a result of this project.
 - f. To the maximum extent possible, landscaping materials used for this project should be local native plants.
- 2. Develop and implement community enhancement projects**
 - a. Coordinate with local city redevelopment departments to identify priority enhancement areas.
 - b. Utilize input from CAC to develop community enhancement priorities.
 - c. Emphasize landscaping and aesthetic improvements to major arterial routes within the corridor.
- 3. Provide programs to minimize construction impacts**
 - a. Establish construction staging areas in locations, which have the least amount of impact on local circulation.

- b. Establish a community forum to identify and rectify impacts during construction.
- 4. Develop and implement a plan for arterial streetscapes**
- a. Landscape medians, which use native plants and recycled water where possible.
 - b. Utilize signage, which identifies communities and connections to local rivers, i.e., LA, Compton Creek, Rio Hondo, bikeways, parks and historical landmarks.
- 5. Mitigate light and glare in surrounding communities**

POLICY CONSIDERATIONS

As the import/export industry continues to grow and generate traffic in the ports, the corridor communities continue to be burdened without any significant gain. The inherent potential of these communities cannot be fully realized until their perception as unattractive and economically challenged communities is changed. Plans for future improvements to the I-710 are not intended to solely address congestion and mobility problems but to enhance local communities along the corridor. Major infrastructure improvements must also be conditioned on conclusion of satisfactory agreements with the neighboring communities to fully mitigate negative aesthetic impacts and to mitigate the impacts if any increased light and glare.

X. Design Concepts

SYNOPSIS OF FINDINGS

The Committee recognizes that something must be done to address the current congestion and design of the I-710 freeway. The high number of trucks on the freeway uses up capacity and the mix of cars and trucks poses a serious safety concern. Measures must be taken to separate cars from trucks. In addition, the design of the freeway is outdated and contributes to the safety and congestion problem. A new design concept for I-710 and/or alternative transportation modes for vehicles and goods movement is needed that responds to the specific design recommendations developed by the Tier 1 CACs to minimize or limit take of homes within their communities along I-710. The Committee further recognizes that certain aspects of the design concepts, particularly for designated on-ramps, may be appropriate for implementation prior to addressing the “mainline” issues. The Committee further recognizes that in addition to addressing air quality goals prior to implementation of any mainline major infrastructure improvements there must be a definitive cost benefit analysis and environmental review to determine if there are alternative methods for meeting the capacity and safety deficiencies of the I-710 corridor. Therefore, these recommended strategies are premised on meeting those conditions.

RECOMMENDED STRATEGIES

1. **Support capacity enhancement improvements for the I-710 Freeway upon meeting the conditions recommended in this report.**
 - a. Actively pursue and finalize the cost benefit and environmental studies required in the above synopsis of findings.
 - b. Advocate the inclusion of the I-710 corridor improvements for special earmark consideration in the federal transportation finance bills. To the extent possible, it is the committee’s desire that truck-related improvements and mitigations be financed by truck and port fees.
 - c. Actively pursue and develop creative funding alternatives to finance the design and capacity enhancement improvements for the I-710 corridor.
2. **If economic and environmental studies show that expansion of the freeway is necessary, develop new transportation infrastructure for I-710 that separates cars from trucks.**
 - a. Add lanes for trucks that are separate from the I-710 freeway lanes.
 - b. Build truck ramps that lead directly from I-710 to the railroad yards to take truck traffic out of neighborhoods and off of local streets.

- c. Improve the Atlantic and Bandini intersection in the City of Vernon.
 - d. Improve the Atlantic and Bandini interchange to the south (Garfield to 5 South)
- 3. **If economic and environmental studies show that expansion of the freeway is necessary, locate the new truck lanes in such a way as to minimize community impacts**
 - a. Utilize property between the existing freeway and the Los Angeles River to minimize taking of residences, local businesses and parks
 - b. Truck lanes should be located in those lanes that are at the greatest distance from homes, parks and schools to limit noise and emissions impacts on the community.
 - c. Keep trucks at or below grade to reduce potential for noise and visual impacts.
- 4. **Redesign unsafe and congested interchanges on I-710**
 - a. Implement diamond interchange modifications as recommended by Tier 1 communities.
 - b. Maintain and improve local access to I-710 for residents and businesses.
 - c. Widen bridges that cross and parallel the I-710 to provide sufficient space for cars, bicyclists, and pedestrians.
- 5. **Consider the future in implementing new I-710 design**
 - a. Provide for future mobility in the long run by preserving options to use advanced technologies for moving goods as these are developed.
 - b. Use utility right-of-way to minimize community impacts.
 - c. Future port planning must take into account roadway and rail capacity, not just terminal capacity.
- 6. **If economic and environmental studies show that expansion of the freeway is necessary, upgrade of the existing freeway must:**
 - a. Ensure that sufficient capacity is provided for the general public by making improvements to the existing freeway (mainline) as presented by the Tier 1 design concepts.
 - b. The mainline portion of I-710 will be upgraded to modern design standards.
 - c. Continue working with those communities north of the rail yards to finalize design concepts in that area.

POLICY CONSIDERATIONS

We cannot entirely build our way out of congestion. Therefore, any freeway improvements project must be accompanied by other policies and programs such as those described in the congestion and mobility strategies. At the same time, the current status of the I-710 is not acceptable to the communities that depend on it and are affected by it. The hybrid design does a credible job of showing that maximum build out may be accommodated while incorporating community concerns about land use. However, further study is required to determine if there are other feasible alternatives that would substantively address the local communities' concerns. Final decisions on project configuration can only be made subsequent to the cost benefit and environmental studies required in the synopsis of findings. These improvements cannot be constructed in isolation from all of the other recommendations such as public health, community enhancement, and noise abatement. The I-710 design must take into account the safety and quality of life of the communities located next to the freeway, including provisions for greenbelts and open space.

XI. Environmental Justice

SYNOPSIS OF FINDINGS

In the fifty years since the freeway was first built, demographics have changed within the corridor. Today the corridor is home to low-income populations and minority groups, including African American, Asian, Latino, Pacific Islander and Native American communities. For many years, these communities have shouldered an unfair burden in health, economic, and quality of life issues in comparison with residents in other parts of the region. While the I-710 freeway is a critical factor in the region's economy, the localized negative impacts resulting from past transportation projects have more than offset their benefits in the corridor communities. Freeways have dissected some communities, and the operations of the logistics industry have compounded these impacts.

RECOMMENDED STRATEGIES

- 1. Include the corridor communities in the planning process, in a meaningful way, including provision of appropriate language translation.**
- 2. Ensure that impacts do not disproportionately fall on low-income people or people of color.**
- 3. Ensure that the benefits from the projects flow to the corridor communities.**

POLICY CONSIDERATIONS

The requirement of the environmental justice is to provide a mechanism for the meaningful involvement of all people in the transportation decision-making process and to ensure that the low-income and minority communities receive equitable distribution of the benefits from transportation activities without suffering disproportionate adverse impacts. In order to ensure equitable outcomes, future I-710 corridor projects must include "implementable" environmental justice policies and procedures that are developed by the locally affected communities. The communities' expectation is that transportation projects in their communities will meet modern standards of safety, design and aesthetics and that all negative environmental impacts will be fully mitigated. The mitigations must be, at a minimum, determined by the Tier 1 communities and other communities which might be impacted by negative environmental impacts.

XII. Organization and Process

SYNOPSIS OF FINDINGS

To ensure that the work of the Tier 2 Committee is carried forward as set forth in this document, a task force of representatives from the Tier 2 CAC, the OPC and the TAC should be established to plan and oversee the implementation of the conditions and recommendations of the Tier 2 CAC.

RECOMMENDED STRATEGIES

- 1. This Tier 2 Report (Major Opportunity/Strategy Recommendations and Conditions) will be formally "agendized" and presented to the Oversight Policy Committee when it convenes in September 2004 (or as soon as possible thereafter) for its consideration and decision. All Tier 2 members will be invited to the OPC meeting, and the presentation of the Tier 2 report will be delivered by a representative group of Tier 2 spokespersons.**
- 2. Following the OPC's meeting, there will be a follow-up meeting(s) of the Tier 2 Committee to discuss actions taken by the OPC.**
- 3. Prior to the beginning of any formal EIR for the I-710 Major Corridor Study, Metro (MTA) and the Gateway Cities COG will work with the communities, appropriate agencies, organizations and community groups in developing a collaborative process for community participation in the environmental review process. This process will continue to work collaboratively throughout the EIR process.**

Appendix A

Recommendations Matrix

I-710 Major Corridor Study

Strategies Matrix

Moore Iacofano Goltsman, Inc.
August-04

					TYPE		
ID#	Location	Recommendations	Description	Source	I. Programs/Policies	II. MCS Transportation Actions	III. I-710 Design Concepts
HEALTH & AIR QUALITY							
H1-a		Container fees	Impose container fees to generate revenue to enhance corridor communities.	Tier 1	X		
H2-a		Truck emissions reduction programs	Create programs to assist truck owners with engine/equipment upgrades.	Tier 1&Tier 2	X		
H2-b			Install permanent monitoring stations to measure emissions levels.	Tier 1& Tier 2	X		
H2-c			Support policies that support more stringent air quality standards.				
H3-a		Truck Inspection	Increase inspections.	Tier 1&Tier 2	X		
H3-b			Identify location for one-stop truck inspection facility	Tier 1		X	
H4-a		Improved goods movement	Support policies to encourage 24/7 Ports Operation.	Tier I	X		
H4-b			Provide incentives for business to accept off-peak deliveries.	Tier I	X		
H4-c			Limit truck traffic hours and encourage more evening driving.	Tier I	X		
H4-d			Support policies to create a near-dock intermodal facility	Tier 1	X		
H4-e			Encourage use of other ports.	Tier 1& Tier 2	X		
H5-a		Alternative Fuels	Support policies that encourage use of alternative fuels.	Tier 1& Tier 2	X		
H6-a		Conduct Studies/research	Perform studies to determine pollution impacts along corridor.		X		
H6-b			Determine how other ports are addressing health & air quality issues.		X		
JOBS & ECONOMIC DEVELOPMENT							
J1-a		Local Contracts	Implement enforceable local employment requirements for future I-710 improvements	Tier I	X		
J2-a		Create New Corridor Economy	Become leader in alternative fuel retrofit and manufacturing.	Tier 2	X		
J2-b			Reorganization of goods movement through the corridor.	Tier 2	X		
J3-a		Local Economic Development	Encourage policies that promote "living wages" for area logistics	Tier 2	X		
J3-b			Create local jobs to avoid commuting out of the corridor for better paying jobs.	Tier 2	X		X
SAFETY							
S1-a	Corridor cities	Off-street truck parking options	Partner with local business to allow shared parking opportunities on existing lots to eliminate truck parking on neighborhood streets.	Tier I	X		
S2-a		Enforcement	Create truck driver training and licensing programs.	Tier I	X		
S3-a			Increase CHP enforcement.	Tier I	X		
S4-a		Public Education Campaign	Provide information to public and truck drivers on road sharing.	Tier I	X		
S5-a		Lighting	Improve lighting throughout the length of the I-710 and on/off ramps.	Tier I	X		
S6-a		Road Assistance	Extend MTA Freeway Service Patrol program to include trucks.	Tier I	X		
S7-a		Technology	Utilize computerized message boards to post traffic alerts.	Tier 1	X		
S8-a		Median Barriers	Provide median barriers along the entire I-710 freeway	Tier 1 & Tier 2		X	
NOISE							
N1-a		Sound Walls	Along the entire corridor to buffer residential neighborhoods.	Tier 1		X	
N2-a		Mitigation	Provide air conditioning and window programs for residents along the freeway edge.	Tier 1	X		
N2-b			Ensure noise mitigation during construction	Tier 1 & Tier 2	X		
N2-c			Resurface roads to decrease noise.	Tier 2			X
N2-d			Provide train noise mitigation for communities near the rail yards.	Tier 1& Tier 2	X		
CONGESTION & MOBILITY							

ID#	Location	Recommendations	Description	Source	I. Programs/Policies	II. MCS Transportation Actions	III. I-710 Design Concepts
M1-a		Public Transportation	Build light rail along the I-710 to relieve auto congestion.	Tier 1		X	
M1-b			Create better connections between existing light rail and bus system.	Tier 1	X		
M2-a		Freight Rail	Provide incentives and disincentives to encourage use of Alameda Corridor and discourage use of non-designated routes	Tier 1	X		
M2-b			Consider feasibility of building near dock-rail facility.	Tier 1		X	
M2-c			Provide incentives to ship by rail.	Tier 1	X		
M2-d			Create better access to rail yards	Tier 1			
M3-a		Alternative routes	Encourage use of other freeways as routes for trucks.	Tier 1 & Tier 2		X	X
M3-b			Provide improved East/West access to other regional freeways.	Tier 1 & Tier 2		X	
M3-c			Encourage use of some arterials as routes for trucks.	Tier 1			
M4-a		Road Improvements	Make improvements to major arterials in corridor communities to relieve congestion.	Tier 1 & Tier 2		X	
M4-b			Provide mitigation during construction	Tier 1		X	
M5-a		Technology	Synchronize signals at arterials along corridor.	Tier 1 & Tier 2	X		
M6-a		Toll Roads	Provide toll roads for trucks.		X		
COMMUNITY ENHANCEMENTS							
E1-a		Landscaping	Provide extensive landscaping along 18-mile corridor to improve community aesthetics and image.	Tier 1 & Tier 2	X		
E2-a		Parks and Open Space	Preserve existing parks, open space and natural areas in corridor communities.	Tier 1 & Tier 2	X		
E2-b			Coordinate with projects along the LA River.	Tier 1 & Tier 2	X		
E3-a		Funding Programs	Develop programs to fund community impacts.	Tier 2	X		
DESIGN CONCEPTS							
D1-a		Dedicated Truck Lanes	Develop dedicated truck lanes along the corridor where appropriate.	Tier 1 & Tier 2			X
D1-b			Include transponders for greater mobility.	Tier 1 & Tier 2			X
D1-c			Provide incentives for use.	Tier 1 & Tier 2	X		
D1-d			Support policies that will ensure direct access into rail yards	Tier 1	X		
D2-a		Interchange Improvements	Improve design of I-710 interchanges to relieve congestion.	Tier 1			X
D3-a	I-710 from 405 - Long Beach	Carpool Lanes	Dedicate one lane for vehicle with 2 or more persons	Tier 1			X
D4-a		On/Off Ramp Improvements	Improve on and off ramps along the corridor.	Tier 1		X	
ENVIRONMENTAL JUSTICE							
EJ1-a		Community Benefits Program	Provide rebates to residents for use of extra water and power as a result of impacts from freeway.	Tier 1	X		
EJ1-b			Provide compensation to corridor communities that have been affected by I-710 freeway impacts.	Tier 1	X		
EJ2-a		Equity of Impacts	Impacts should be shared throughout other communities.	Tier 1 & Tier 2	X		
PROCESS							
P1-a		Community Advisory/Oversight	Create a Task Force to allow for community participation.	Tier 2	X		
P1-b			Create a governing body such as the JPA with membership from community and agencies.	Tier 1	X		

Appendix B

Tier 1 CAC Community Ideas Matrices